Ontario

Report of the Review of Student Care at the Provincial Schools for the Deaf and Blind and Demonstration Schools

December 1991

Ontario

Ministry
of
Education

Ministère
de
l'Éducation

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December 2, 1991

The Honourable Tony Silipo
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Ministry of Education
22nd Floor, Mowat Block
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Toronto, Ontario
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Dear Mr. Silipo,

It is my pleasure to submit to you the Review Team's Report on Student Care at the Provincial Schools for the Deaf and Blind and Demonstration Schools.

In response to the direction of May 16, 1991 provided by the former Minister, the Honourable Marion Boyd, a Review Team was established to examine policies, practices and conditions related to the care of students.

Having completed its examination, the Review Team has set out recommendations intended to provide the Ministry with constructive advice regarding actions which would improve the care and well-being of students.

In submitting this report, I would like to thank the students, parents and staff for their valuable contributions. I also want to acknowledge the cooperation and assistance of senior staff in the Ministry's Special Education and Provincial Schools Branch, the Superintendents of the Provincial Schools and the Program Directors of the Demonstration Schools.

Finally, I wish to express my gratitude to the members of the Review Team for bringing their exceptional skills, professionalism and commitment to this important work.

Yours truly,

Suzanne Herbert
Executive Coordinator

92-04657/

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Cette publication est également offerte en français sous le titre suivant : *Rapport provisoire sur l'examen des soins fournis aux élèves des écoles provinciales pour sourds et aveugles et des internats pour enfants en difficulté d'apprentissage.*

1.0 INTRODUCTION

1.1 Purpose of this Report

The focus of this report is on conditions which affect the health, safety and welfare of children in Provincial Schools for the Deaf and Blind and Demonstration Schools. The findings are based on extensive interviews, observations and examination of documents. The recommendations represent the Review Team's best advice regarding constructive actions which would enhance the care and well-being of children.

The review of student care was one of several activities initiated by the Ministry of Education in May 1991 following allegations of abuse of students in two Provincial Schools. Although the Review was separate from police and Children's Aid Society investigations, the allegations were an important part of the context within which the Review was conducted.

As well, the Special Education and Provincial Schools Branch of the Ministry of Education and the schools for which it is responsible have experienced considerable change in recent years. The stress and anxiety which often accompany change processes were also significant contextual factors.

As a result of these and other circumstances described in Section 2 of this report, it is understandable that some staff would experience a degree of self-doubt, defensiveness and frustration. However, the predominant feelings expressed by staff at all levels of the organization were a genuine concern for the well-being of children and the desire to provide them with the best possible care. This commitment provides a solid foundation for undertaking the proposed changes.

The report's recommendations are intended to strengthen the schools' capacity to promote the health, safety and welfare of children. To that end, the value of each recommendation should be assessed by answering the question:

"If this action were taken, would the care provided to children be improved?"

1.2 Structure of the Report

This report begins by providing information on:

- *the purpose, objectives and methodology of the review; and*
- *the steps taken during the review.*

Before reporting on the findings, the purpose and description of Provincial Schools for the Deaf and Blind, and Demonstration Schools are outlined and information is offered regarding contextual considerations within which the schools operate. These considerations are relevant to understanding the review's findings and to the formulation of recommendations which are practical and implementable.

Throughout the report the observations, findings and conclusions are those which the Review Team believes apply to circumstances in the schools collectively. While a particular description may be relatively more applicable to one school than another *(for example, a shortage of funding for recreational programming)* the condition *(financial constraint)* applies to the overall program. **Detailed findings on individual schools are not included in this report.** School-specific findings have been reviewed with senior staff of the Special Education and Provincial Schools Branch and the schools themselves.

1.3 Purpose and Objectives of the Review

In response to a number of allegations of abuse of students at two of the Provincial Schools for the Deaf and Blind, investigations were being conducted by the police and Children's Aid Societies during the spring of 1991. In order to address any concern over the immediate safety and welfare of children in the schools a series of measures were taken by the Ministry of Education:

- *on May 9, 1991, the Ministry assigned specialized staff to provide assistance to parents, students and staff;*
- *advocates were placed in the schools to be available to parents and students; and*
- *on May 16, 1991, the Honourable Marion Boyd, Minister of Education, announced the establishment of a Review Team to examine policies and practices related to the care of students.*

The Review Team was directed to conduct its work within the following statement of purpose:

> To promote the health, safety and welfare of students in Provincial Schools for the Deaf and Blind and in Demonstration Schools, by assessing conditions that contribute to or mitigate against students' well-being, and to make recommendations accordingly.

In support of this purpose, the specific objectives were:

1. *to determine the adequacy of current policies and practices related to the health, safety and welfare of students;*
2. *to recommend ways of strengthening policies and practices which are currently in place or proposing new policies and practices;*

3. *to ascertain the adequacy of management structures and accountability mechanisms and make recommendations for enhancing organizational strengths and addressing shortcomings.*

1.4 Organization and Accountability

The review was conducted under the authority of the Ministry of Education and was headed by an Executive Co-ordinator who was accountable to the Deputy Minister of Education. The reporting relationships and organizational structure are depicted in Appendix 1.

A listing of the members of the review team and the liaison persons for schools are identified in Appendix 2.

1.5 Review Team

The Review Team was organized into three separate Site Teams, each of which consisted of three core members in addition to the Project Leader. Site teams included:

- *An external independent consultant, primarily responsible for assessing how programs are organized and managed. This person also served as the on-site team leader;*
- *A Ministry of Community and Social Services appointee, with primary responsibility for assessment of residential care; and*
- *A Ministry of Education appointee, with primary responsibility for assessing non-residential aspects of school-life.*

Each team had interpreters available to them to assist in conducting interviews with deaf interviewees and also had the support of an identified liaison/resource person, assigned by each school.

The Project Leader maintained contact with the external team leaders, analyzed organizational management, consolidated information and findings across sites and had the principle responsibility for the preparation of the final report and recommendations.

The Review Team's activities included:

- *review of legislation, policies, procedures and practices relevant to the care of students;*
- *491 interviews and 26 group meetings with students, parents, staff and other knowledgeable individuals and organizations;*
- *examination of records, student and staff files and other documents;*
- *review of organizational structures and processes which may affect student care;*
- *on-site analysis of the extent to which each of the schools' residential service is consistent with the intent of the Child and Family Services Act and its regulations pertaining to residential care;*
- *validation of conclusions through focus groups and reference group discussions; and*
- *verbal and written reporting.*

An elaboration of the information sources and a list of the documents reviewed are provided in Appendix 3 and 4 respectively.

1.6 Project Workplan

The workplan, which covered the period from May 17, 1991 through October 31, 1991, is depicted in chart form below and described in Appendix 5:

Phase I: Preparation	**Phase II: Information Gathering**		**Phase III: Formulation**	**Phase IV: Reporting**
· Terms of Reference · Workplan · Orientation · Confirm Team · Finalize Site · Process · Protocols · Intervenors · Interpreters · Plan Orientation	· **On Site** Robarts Drury Trillium Whitney Sagonaska · **Off Site**	· **On Site** Robarts MacDonald Jules Léger	· Consolidation · Focus Groups · Recommendations	· Draft Report · Revisions · Final Report
May 17 to May 31	June 3 through June 28		June 28 through July 25; August 31	October 1991

1.7 Limitations

The Review Team is confident that its conclusions and recommendations are well supported by the breadth and depth of the information obtained. Nevertheless, there were certain limitations on the study that warrant identification.

The timeframe for the on-site work, in particular, was extremely limited because of the perceived urgency of the Review and the need to interview as many students as possible prior to the school year ending in mid-June.

Efforts to secure the services of intervenors to work with the teams interviewing deaf blind students proved unsuccessful so that interviews of these students were not conducted.

The Review Team would have preferred to reach more parents in the course of the study. *It is the Team's belief that every effort should be made by the Ministry and by each of the schools to engage parents in dialogue on the issues raised by this report, as soon as possible.*

1.8 Background

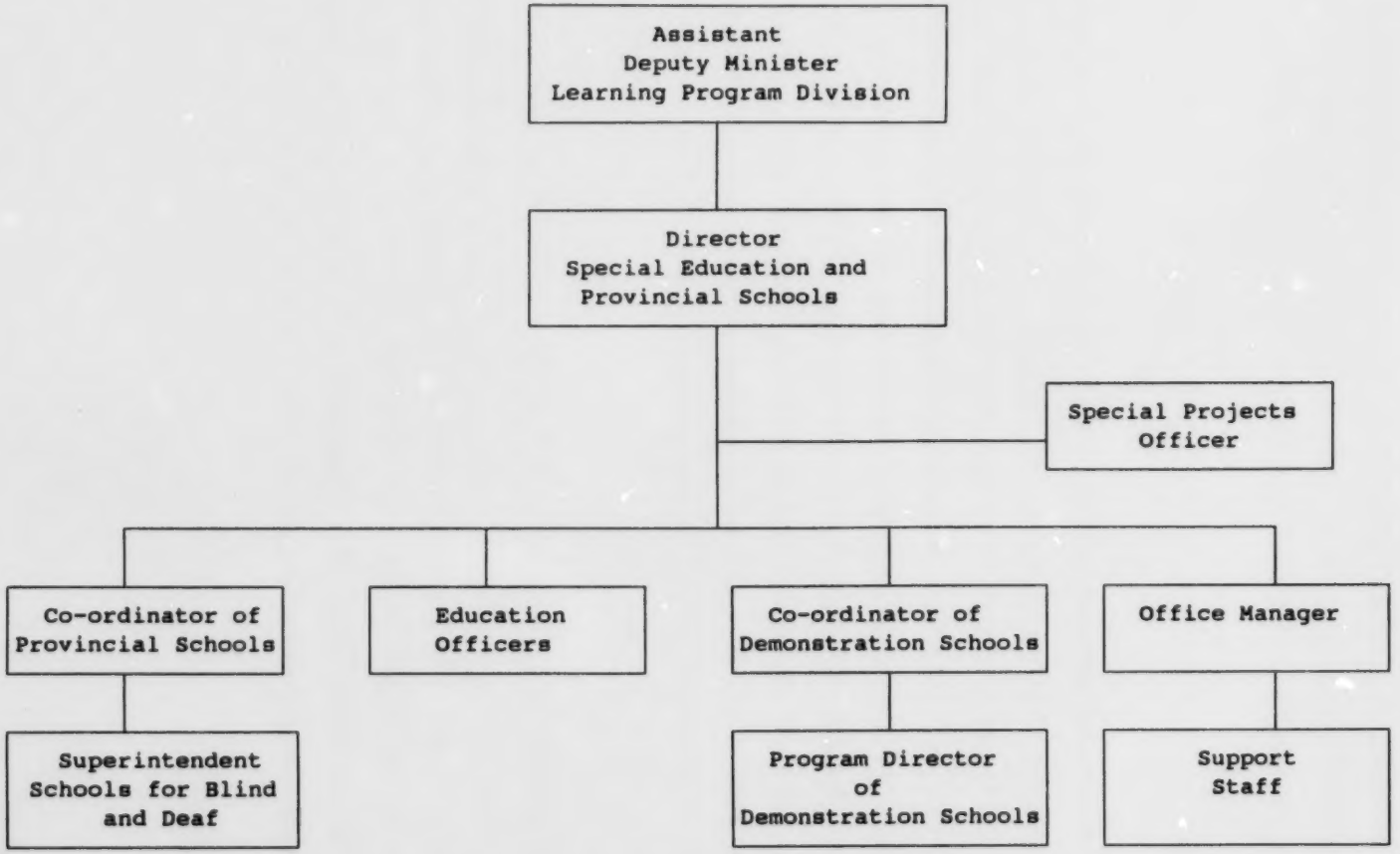
Both Demonstration Schools and Provincial Schools for the Deaf and Blind operate under Section 12 of the Education Act. They report to the Special Education and Provincial Schools Branch within the Learning Programs Division of the Ministry of Education. Reporting to the Branch Director are a Coordinator of Provincial Schools and a Coordinator of Demonstration Schools. In order to ensure consistency in the handling of financial matters, that responsibility has been assigned to one coordinator *(the Coordinator of Provincial Schools)*. In addition to the coordinators, the Branch has assigned education officers to the schools on a consulting basis. French language services are supported within the Branch by a designated officer. The organization of the Branch at the time of the Review, is presented in the chart on the following page.

1.8.1 Provincial Schools

The first school for the deaf in Ontario was established in 1870 in Belleville. The first school for the blind was founded in 1871 in Brantford. Subsequently, two more schools for the deaf were opened in 1963 in Milton and in 1974 in London. In 1991 Provincial Schools served 736 students through the efforts of 815 staff.

ORGANIZATION CHART

SPECIAL EDUCATION AND PROVINCIAL SCHOOLS BRANCH*



* May, 1991

Objectives

Under the day-to-day management of a Superintendent, Provincial Schools for the Blind and Deaf are intended to meet a number of related ends:

- *to provide educational programs of recognized quality to deaf, blind and deaf-blind children for whom no suitable program is available in their own community;*
- *to provide pre-school programs to deaf and deaf-blind children to prepare them for their future education;*
- *to provide clinical and consultative services and other advice to local Boards, concerning deaf, blind and deaf-blind programs; and*
- *to advance the training of staff and the development of learning materials in support of the education of deaf, deaf-blind and blind students, in Ontario.*

Enrolment

Each of the Schools for the Deaf has a defined geographic catchment area from which local Boards of Education make referrals to the school. By contrast, the W. Ross MacDonald School in Brantford serves blind and blind-deaf children from the entire province, and may accept students from outside Ontario if they are sponsored by the federal government or another provincial government. Following the I.P.R.C. process (Identification Placement Review Committee) prescribed by the Ministry of Education, the local Board determines that no suitable local program exists to serve the student's needs. The Board then makes a referral to the Provincial School serving its area, in the case of a deaf student over five years of age or to the W. Ross MacDonald School if the student is visually handicapped and over six years of age. The Superintendent reviews the referral and considers any known emotional, behaviourial, social or physical factors which are relevant. The local Board and the parents are then advised of the

Superintendent's decision to admit the student. Practices for pre-admission visits and orientation vary by school.

The enrolment figures in Provincial Schools in 1990/91 are presented below.

PROVINCIAL SCHOOLS FOR THE DEAF AND BLIND
1990/91 ENROLMENT*

	Elementary		Secondary		Total		Total
	Day	Res.	Day	Res.	Day	Res.	
Schools for the Deaf							
E.C. Drury, Milton	108	24	82	35	190	59	249
Robarts, London	56	22	5	27	61	49	110
Sir James Whitney, Belleville	32	31	17	73	49	104	153
Total	196	77	104	135	300	212	512
Schools for the Blind							
W. Ross MacDonald (Blind)	24	49	26	89	50	138	188
W. Ross MacDonald (Deaf/Blind)	N/A	N/A	N/A	N/A	2	34	36
Total	24	49	26	89	52	172	224

* Source: Ministry of Education, May, 1991.

Routines

Residential students live at the schools from Sunday evening to Friday afternoon, returning home by bus and/or plane each weekend. The exceptions to this are at Sir James Whitney in Belleville and W. Ross MacDonald School in Brantford where, due to travel considerations, children from northern Ontario return home by a combination of bus and air transportation every second or third weekend. Some residential students spend 10-15 years of their lives at the schools. A minority of students are accommodated in specialized home-like units of up to ten children. Most reside in dormitories with 20-30 students on a "floor" or "wing". There are separate dorms for boys and girls and for elementary and secondary school.

Residents are supervised by residential counsellors who are responsible for all routines and programs. While schedules vary, the general routine consists of the following:

Counsellors ensure that residents complete their morning washing and bed-making, have breakfast in the cafeteria and return to their rooms to collect what they need to proceed to class.

Classrooms are on the same campus and are usually attached to the same building as the residences. Classes themselves are smaller than those in the regular school system: pupil to teacher ratios range from approximately 6 to 1, to 3 to 1, depending on the age of children and degree of specialization in the program.

A variety of communication approaches are employed in classroom instruction. Most teachers are long-time employees of the schools, dedicated to teaching deaf and/or blind children.

Lunch is offered in the cafeteria and most students go out onto the grounds for walks and to socialize during lunch break.

After school, there are various structured and unstructured activities with dinner provided in the cafeteria. Organized activities are supervised by residential counsellors and include group outings into the local community as well as on-campus sports and other programs. Some students visit with the families of day students as well and some older students have part-time jobs and off-campus recreational and social activities.

Basic health care is largely available through nursing and medical staff. The infirmary is used for children who are ill and cannot attend class. If the illness is prolonged arrangements are made for them to go home to their family.

In brief, most educational, physical, social and recreational needs are addressed on campus and programs are provided through groups.

1.8.2 Demonstration Schools

In September, 1979, Ontario's first Demonstration Schools opened (Trillium in Milton and Centre Jules Léger in Ottawa). Subsequently, a third Demonstration School (Sagonaska in Belleville) was established on the campus of the Sir James Whitney School, and the Robarts School's Learning Disabilities Unit was also initiated. In 1990/1991 Demonstration schools served 126 students through the efforts of approximately 58 Ministry staff, 21 teachers seconded from local Boards of Education, and approximately 29 (full-time equivalent) staff at Centre Jules-Léger.

Purpose of the Program

The Demonstration School program is intended to serve, through a residential school setting, children (between 6 and 21 years of age), who cannot be served in a program in their local communities and who it is presumed will benefit socially and emotionally from a residential program. It is intended that children enroled in the program will develop learning strategies which allow them to cope with their disability sufficiently to return to their home community within one to two years. The program also exists to provide in-service education to teachers of local Boards of Education, in instructional techniques for children with learning disabilities.

The needs of the children served and the nature of the programs in Demonstration Schools are considerably different from those in Provincial Schools. In addition, the two-year length of stay for children in Demonstration Schools is much shorter than the typical 10 years or more of students in Provincial Schools. Finally, teachers are primarily assigned on a one or two-year secondment basis from local Boards of Education.

Enrolment figures for 1990/91 are presented in the following chart:

DEMONSTRATION SCHOOLS* 1990/1991 ENROLMENT			
	Elementary	**Secondary**	**Total**
Trillium	7	26	33
Sagonaska	24	9	33
Robarts LD Unit	17	11	28
Centre Jules Léger	9	23	32
Total	57	69	126

* Source: Ministry of Education, May, 1991.

All children placed have a severe learning disability, are deemed by a local IPRC to require a residential program to address their needs, and have no need for treatment of an emotional or behaviourial disorder. Referrals are made by the local board to the Provincial Committee on Learning Disabilities which makes a recommendation to the Branch Director for his decision regarding placement.

Weekly visits home are arranged for students of the Robarts program. At Sagonaska, visits have paralleled those of the Whitney School, so that most northern students have visited home only every two to three weeks. This is being changed during the 1991/1992 school year to every weekend. From Centre Jules-Léger, 9 students visit home every weekend while 25 northern students have home visits every 2 or 3 weeks.

Routines are similar to those described for Provincial Schools on pages 9 and 10.

Reporting Relationship

At the beginning of this Review, the Program Directors of the Trillium and Sagonaska Schools reported to the Special Education and Provincial Schools Branch. The Program Director of the learning disability unit at the Robarts School reported to the Superintendent of that school. The reporting responsibility of the Program Directors at Trillium and Sagonaska shifted during the Review so that the Program Directors are now responsible to the Superintendents of the E.C. Drury and Sir James Whitney schools, respectively. Centre Jules Léger operates under a purchase of service arrangement with the Faculty of Education of the University of Ottawa. Consequently, the Program Director is accountable to the Dean of the Faculty.

2.0 CONTEXTUAL CONSIDERATIONS

A number of factors and trends are relevant to an appreciation of the current circumstances in Provincial and Demonstration Schools. In combination, they represent a set of challenges which demand energetic management attention.

Direct operations of government, including Provincial Schools and Demonstration Schools are subject to the immediate effects of **constraint in government spending**. Enhancements to programs may have to be discouraged or rejected, capital improvements are increasingly difficult to obtain and the line on expenditures for salaries and benefits, while subject to collective bargaining, is closely controlled.

In Ontario, provincial governments have been exploring ways of involving recipients of service and local communities, more fully in the planning, management and delivery of services. Moving responsibility and authority into local communities has taken the form of **decentralization** (locating the government manager in the community) or **devolution** (transfer of responsibility to the community itself).

Within the Special Education and Provincial Schools Branch, there has been evidence of this trend in the divestment of the Teacher Education Program in Belleville (effective July, 1991) and of five programs for nursing assistants in the fall of 1990.

The general government direction towards **deinstitutionalization** in the human services field has been seen in closures and downsizing of facilities serving the developmentally handicapped, and in program changes for children and the elderly. Increasingly, the point of view has been embraced that institutions, by definition are less desirable than community-based residences. The establishment of Demonstration Schools and the continuation of Provincial Schools for the Deaf and Blind has run against that *"conventional wisdom"*.

The **practice of placing children in any residential setting** in order to meet their educational needs, raises a number of questions:

- How does the institutionalization of children, especially preadolescents, affect their ability to form significant attachments within their family of origin?

- Given that younger children are developmentally predisposed to "bonding" with a small number of primary caretakers (usually one or two) what are the likely consequences of interrupting this process through institutional living?

- Does an institutional setting, with its emphasis on group norms and expectations leave sufficient room for the exploration and validation of the individual child, necessary to healthy growth and development?

- How do trust, confidence and self-knowledge develop in a setting involving multiple caregivers with different approaches to individual interaction?

These fundamental questions are of central importance in the development of long-term strategies for the care and education of children, particularly of children with special needs. They are even more relevant when those children's access to their parents is limited. In fact, in order to avoid residential placement some parents have moved close enough to a Provincial School so that their child could attend as a day student.

Public and publicly funded organizations are experiencing ever **higher expectations in relation to residential and institutional care.** Past failings of institutions, present advocacy efforts and new understanding of the needs and rights of children have led children, parents, professionals, and the general public to expect and demand higher quality care and service to children.

A related development has been the **formalization of safeguards (legislative and procedural) on the rights and interests of children.** Ontario has established various advocacy mechanisms (for example through the Ombudsman Office and the Office of Child and Family Service Advocacy), licensed child care providers and introduced residential standards in social agencies

providing residential care and treatment. Similarly, the Young Offenders Act has recognized and formalized the rights of young people before the law.

An increased **awareness of the incidence of child abuse** has led to the introduction of penalties against professionals who fail to properly report suspected abuse, increased rigor in the management of abuse cases and increased educational efforts in relation to abuse.

Within the education arena itself, the provincial **Education Act** was amended to encourage local school boards to serve all children within their catchment who can benefit from instruction. The related policy changes have contributed to a significant decline in enrolment in Provincial Schools* (848 students in 1985-86 compared to 736 in 1990-91). Programs and services for exceptional pupils identified as hard-of-hearing or having low vision are provided through a school board with local funding supplemented by a special educational grant. Where a school board sets up a special education program of instruction and support services to serve blind, or deaf, or deaf/blind exceptional pupils that is deemed to be comparable to that of a Provincial School, such a program may be considered for additional funding by the Ministry of Education.

A number of changes have been occurring in relation to the **educational needs of children with learning disabilities** as well. For example, a number of alternative schools have been opened under the auspices of local Boards, which serve a number of children who might otherwise be referred to Demonstration Schools in relation to a learning disability.

Within mainstream elementary and secondary schools certain trends have also been developing as reflected in the chart below:

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* *A recent reversal in this trend has been seen at E.C. Drury School which has experienced an increase in referrals from outside its defined catchment and from the Toronto School for the Deaf.*

ENROLMENT IN PROGRAMS FOR EXCEPTIONAL STUDENTS 1989/90; 1990/91					
ELEMENTARY					
Special Education (self-contained class)			Regular (Integrated)		
89/90	**90/91**	**% Change**	**89/90**	**90/91**	**% Change**
14,184	14,867	+ 4.8%	30,465	31,093	+ 2.1%
SECONDARY					
4,378	3,382	-22.85	19,269	23,158	+ 20.2%

At the elementary school level there is an increase of children identified as having a learning disability in both special education and regular classes. At the secondary level, in absolute numbers there was a marked decrease (almost 23%) in the use of special education classes and an equally notable increase in the use of regular classes (20%). In proportionate terms, a shift to integration also has occurred: 81% of learning disabled secondary school children were served in regular programs in 1989/90 while 87% were served in those classes in 1990/91. By contrast, elementary schools served 68% of learning disabled children in regular classrooms in both years. These figures suggest a preference for the use of integrated classes at both the elementary and secondary levels and the significant shift in the secondary level away from specialized educational opportunities for children with learning disabilities.

Changes in educational responses to the needs of learning disabled children (including a move toward normalization and mainstreaming) is the subject of considerable debate. By virtue of the exceptionalities, it is argued that more children actually require specialized classes and Demonstration Schools than are currently considered by School Boards or by the Ministry of Education, respectively. The opposing view is that stigmatization and the need to live away from

home and community, dictate against segregated learning and Demonstration Schools, except in the most extreme circumstances.

Changes in education of the deaf are profound and extensive not only in Ontario and Canada but across North America. The emergence of deaf culture and the empowerment of the deaf community have been deeply felt in Ontario. The recognition of American Sign Language as a language of instruction has dramatic implications for educational programming, teacher training and selection and the very understanding of the word *literacy*.

Finally, the **impact of a number of reports** on the planning efforts of Provincial Schools and Demonstration Schools has been significant:

- *the Review of Ontario Education Programs for Deaf and Hard of Hearing Students (1989), (The Deaf Education Review) contained 95 recommendations: a five-year implementation plan was developed and is now entering its second year.*

- *Enquête sur les Programmes a L'Intention Des Élèves Sourds was the francophone counterpart with 52 recommendations. Its implementation plan is in year one.*

- *the Provincial Auditor in his March 31, 1987 report called for the introduction of effectiveness and efficiency measures for Demonstration Schools. Consequently, a consumer satisfaction survey has been conducted which was being completed at the time that the current review was being undertaken.*

3.0 FINDINGS

During the analysis of the information gathered, the Review Team noted that the identified strengths in Provincial Schools and Demonstration Schools tend to be school-specific. For example:

- The Bilingual-Bicultural Project at ***E.C.Drury School*** has contributed to a climate of respect for deaf culture and language on that campus.

- The Blind-Deaf Program at ***W. Ross MacDonald School*** is a unique service which is effectively managed and delivered. The Orientation Mobility Program is also a valuable service to children at that school.

- The family grouping for kindergarten, Grade 1 and Grade 2 at ***Robarts School*** is an experimental class employing both hearing and deaf teachers working together and using the full range of communication techniques depending on the students' needs and competencies.

- Among the positive attributes at the ***Sir James Whitney School*** is the school's success *(particularly at junior school level)* in establishing linkages between residential and educational programs and ensuring cooperation and collaboration in serving students.

- The ***LEAD House Program at Trillium School*** is a province-wide program reflecting the efforts of the Ministry and the school to address the needs of children with learning disabilities who also have significant behaviourial problems. This residential service has several exemplary practices in place.

- The ***Centre Jules Léger*** is the only program of its kind serving Ontario's francophone children with severe learning disabilities. It has well-developed individualized plans for each of its students.

- ***Sagonaska School*** has managed to achieve a balance between continuity and the introduction of new ideas, partly through the practice of combining seconded staff of local boards of education with permanent teaching staff of the school.

- The ***Learning Disabilities Program at Robarts School*** has a clear statement of purpose for its program and well articulated goals for individual students and staff which are carried through in both the classrooms and residences.

Areas requiring improvements, tend to be program-wide. The findings presented in the following sections are presented **by program,** and focus primarily on issues and concerns which require attention.

3.1 Findings: Provincial Schools for the Deaf and Blind

The findings which follow are organized under three headings: **Program Management, Residential Program** and **Non-Residential Program.**

Program Management refers to the overall management of the school including general direction-setting, planning, monitoring, human resource management, management of the physical plant, general organization and decision-making. The Residential Program involves management, planning and service delivery in relation to the residences and residential students, by residential staff and managers. Non-residential programs include all of the educational, health-care, and other services delivered by the school to students other than those provided by residential staff.

3.1.1 Program Management

Child Focus

Challenged by the issues of declining enrolment, the trend to non-institutional and non-residential programs and government constraint in spending, described earlier in this report, there has been increased attention by the Provincial Schools to enhancing their future viability. Unfortunately, this emphasis has detracted from the focus on the needs of the children served by the schools. While staff continue to care very much about the children, the primary determinants when major decisions are being made are often the use and appearance of the buildings, administrative and financial implications, conflict avoidance and tradition. The fundamental question: "is this good for the children we serve?", is often not an explicit consideration and therefore is not reflected in the decisions themselves. Efforts to address the ***needs of the institution*** have distracted attention from ***the needs of the children***. As the focus on children's needs has become clouded, one of the classic characteristics of institutions has become apparent: children are frequently dealt with as a group rather than served according to their age and stage of development and individual needs. This situation would be prevented or reversed through acting on and understanding of the needs and rights of children and implementing policies and delivery practices which individualize service to children.

Mission and Purpose

The Ministry of Education has not articulated a clear statement of philosophy and values nor has it established clear future directions for the Provincial Schools. Therefore, planning, policy setting and delivery of services by each school are not guided by a common mission and purpose which declare that children's individual needs are paramount.

Dependency

Despite efforts to the contrary in each school, isolation from the community and the separation from their usual family supports, contribute to dependency and learned helplessness for students. Residential students who sleep, eat, socialize and attend school on campus can become so reliant on the self-contained environment that they are not prepared for the broader community and their identity as independent individuals is not fostered. "Learned helplessness" and "over-protected" were phrases frequently used to describe students in Provincial Schools. Many students, staff and parents expressed the view that expectations are low, particulary for deaf students because of the absence of complete, current assessments and/or the perception of deaf children as "disabled" and "limited" in their ability to learn. The resulting underestimation of the student's potential is too often accepted by the student and parents, thereby reinforcing it.

While recognizing that the opportunity to participate in the deaf culture can contribute to the formation of a positive self-image for many deaf students, the fact that affiliation with the deaf community is primarily an on-campus experience, increases further, the risk of dependency.

A variety of off-campus opportunities, the fullest possible use of generic (mainstream) services and programs, frequent parental involvement and continued attention to student involvement in decision-making are required. Knowledge of the potential of all students is also needed so that they are challenged to achieve both academically and otherwise.

Mandate Drift

In response to the declining enrolment in Provincial Schools, coupled with the need to maintain large campuses, admission criteria have begun to change and programming has been diversified in order to remain viable. Children with physical disabilities and children whose behaviours are more extreme and whose psychosocial needs are greater, are being admitted without the corresponding increase in specialized staffing, programming changes or training of existing staff.

Expansion of Resource Services in order to provide more assessments and outreach into the community has also been seen in the schools, both to respond to perceived needs and to attempt to remain viable.

Changing admission practices, relaxation of the admission criteria, and diversification may actually be positive steps. However, in the absence of a clear purpose and statement of future directions, the mandate can "drift" so that the basis for decisions is not defined in terms which reflect the purpose of the program.

Authority and Accountability

Authority within each school is highly centralized in the Superintendent. The authority of position (which is legislated) and personal authority are often exercised in decision-making, rather than employing formalized management processes and written policies and procedures. Consequently, the Superintendents are often seen as arbitrary and decision-making across the schools is inconsistent.

As far as the accountability to the Branch is concerned, the Special Education and Provincial Schools Branch does not employ an ongoing, cyclical process for intermediate and long-term planning nor is there a process for evaluation of schools and their programs. The Coordinator of the Provincial Schools is the identified responsibility centre for overall budget administration and is the accountability link through whom the Superintendents report. Therefore, formally, accountability is recognized in the organization structure. However, the accountability framework is not well-defined. Schools often do not treat policy directions as requirements: the Superintendents make their own judgement on whether a policy statement is a mandatory direction or a guideline. The Superintendents are accustomed to operating within their own schools with considerable autonomy, and the Ministry has lacked definitiveness regarding the mandatory nature of policies.

The understanding of many staff and parents is that the relationship of the schools to the Branch is one based primarily on "Toronto" refusing requests for additional resources or making other unpopular decisions.

Human Resource Management

Significant head office support, monitoring and direction setting in relation to human resource matters could reasonably be expected in relation to these large directly-operated programs, whose staff numbers represent approximately one-third of the Ministry's entire staff. However, with the exception of certain labour relations matters, in which the Human Resources Branch has a direct role, the human resource management functions are handled within the schools under the general direction of the Superintendent and management staff designated by him, with minimal participation of the Human Resources Branch. Consequently, fundamental Human Resource management practices, are not employed, practices are uneven, and policies are sometimes lacking or not implemented.

Neither the Provincial Schools Program as a whole, nor individual schools have a Human Resources Plan to address changing needs in numbers of staff (overall or by program), determine the types of staff and skills sets required, or to ensure compliance with employment equity requirements. Consequently, in some cases, urgent direct services needs such as the need for interpreters are not met while office and maintenance staff positions are filled. Nor is there any assurance that employment equity requirements are satisfied.

Hiring and promotion practices are seen by many staff as arbitrary. Vacancies are not always posted; competition and staff reassignments are made without the benefit of individual staff development plans. New staff are recruited and hired without criminal reference checks which would ensure as a minimum, that the candidate had no proven past misconduct toward children. References are frequently not checked prior to the hiring of new employees in the schools.

Staff members' understanding of their job expectations vary widely. Significant numbers of staff report uncertainty over their role, specific duties and their reporting relationship.

One factor in this regard, is the absence of an orientation program covering the basic knowledge and information needed to perform the job when staff first arrive. Currently, on arrival, new employees learn primarily from watching and listening to their longer-tenured colleagues.

Supervisory practices in the schools, are uneven. Some staff received no regular scheduled supervision. For others, supervision is irregular and unfocussed. The review team understands that there are constraints associated with classification, the roles of union versus non-union employees and related arrangements with respect to who may be supervised by whom. However, the support which can be derived from supervisors as well as the monitoring it entails are required by staff to feel secure, well-informed and valued.

Performance appraisals are not completed for many staff. Some staff interviewed indicated that they had never had a performance evaluation in ten years or more. Some probationary teachers received brief evaluations based on a classroom observation. Performance standards derived from current job descriptions are not articulated, nor, where evaluations have been done could it be determined how reviewers arrived at their conclusions. Goal setting, if done, is based an individual supervisor's initiative.

Staff training plans, which can be drawn from individual performance evaluation and supervision are not developed. An overall training plan covering the collective needs of staff is not prepared at the program or school levels. Training on basic topics such as normal growth and development, knowledge of deaf culture and language, child abuse reporting and managing aggressive behaviour, are not provided for in a standard package.

Long Service by Staff

The majority of staff in all of the Provincial Schools are long tenured (over 10 years) and a core of staff at each school has served deaf or blind children for over twenty years. Their knowledge and commitment are an extraordinary asset. Both "institutional memory" and knowledge of best practices for children are well served by this longevity. On the other hand, given the number of long service staff, a number of issues have developed over time:

- reliance on tradition has been substituted for written policies and formalized management practices;
- new ideas developed elsewhere do not get readily transferred into the schools and new ideas generated inside the schools are not encouraged nor their ideas routinely transmitted to other schools;
- staff become increasingly inward-looking and isolated from their professional colleagues elsewhere;
- low turnover corresponds to few opportunities for career advancement or lateral movement; and,
- externally imposed changes (for example a change in the communication policy) induce concerns by staff that what they have always done is being devalued. They worry, especially in the absence of training, development, supervisory support and career planning that they may be seen as irrelevant and out-dated.

Relationship Between Programs

Within the Provincial Schools there are tensions between residential and school programs and between the senior school and junior school. In some schools, these tensions have escalated to the level of rifts between programs and hostility between staff. The implications for children are serious: coordinated planning for children suffers and continuity of service is interrupted. There

are also consequences for staff morale. Under the informal hierarchy, residential staff believe they are seen as inferior to all educational staff, and junior school teachers believe they are treated as inferior to senior school teachers.

Tensions across residential and non-residential programs are common in the broader service community as well. In hospitals and mental health centres, for example, there is a competitive dynamic between inpatient and outpatient services. And the question of a hierarchy of teachers (secondary-primary) also exists in local boards of education. However, in residential schools, where students are more vulnerable because they are away from their home, as well as having exceptionalities, the onus on all of the adults involved, to work together closely to serve children, is even greater.

Deaf Culture and Language

The emergence of deaf culture over the past decade has been observed across North America. Deaf advocacy and claims of oppression of the deaf have contributed to a comprehensive re-examination of approaches to education of the deaf, acknowledgement that deaf culture actually exists, and increased recognition of American Sign Language as the language of the deaf.

Identification with deaf culture is a significant factor for many young deaf people in the development of positive self image. The opportunity to learn and live in the deaf culture is one of the major positive attributes of the Provincial School for the Deaf, from the perspective of many students, the deaf community and some parents.

In Ontario's Provincial Schools for the Deaf, the degree of acceptance of deaf culture and language varies widely. At one extreme there is an image of deaf students as "disabled" or impaired English students. At the other extreme, is a recognition that predominantly hearing staff whose language is English, require ongoing training and assistance to effectively serve children

of another culture and language, and continuing efforts are being made to hire deaf staff and provide ASL training.

Conflict exists between staff over the issue of language and culture. There are examples of staff actively resisting any expectations to learn ASL and shunning their colleagues for volunteering to learn ASL. There are cases of parent-child conflict in which a deaf child rejects the parent's language and culture; or the reverse occurs when a parent hopes that a child's "hearing impairment" can be overcome to permit him to function "normally". Conflicts also arise between siblings, between parents and school and between students and staff, along cultural-linguistic lines.

The Ministry of Education and the schools are fully aware of this situation and are actively pursuing ways of diminishing confusion and conflict. Apart from current efforts at increasing the hiring of deaf staff and implementing other recommendations of the Deaf Education Review, a draft communication policy has been issued and the Bilingual Bicultural Project at E.C. Drury School has been undertaken. These are positive measures which, if accelerated and combined with necessary orientation and staff development efforts, will help to reduce the conflict described above.

Capital Improvements

Many of the buildings used to serve children in the Provincial Schools for the Deaf and Blind are institutional, old, oppressive and in need of major renovation or replacement. Although pride of history is justified for some of these facilities (for example the Senior Boys' Dormitory at Sir James Whitney School) they are unsuitable as residences for children, particularly for younger children, or for programming. The residences reflect the thinking about residential care which was current in the era in which they were constructed. Attempts by staff have been made to diminish the shortcomings of these institutional buildings, by the placing of colourful paintings,

curtains and so on but the limitations of the buildings themselves make it impossible to approximate a homelike environment.

Apart from the general impact of the institutional buildings, a number of privacy, safety and fire safety issues require attention as described in greater detail in subsequent sections of this report. Particulars have been reported to the individual schools.

Managing Under Financial Constraint

The management of constraint warrants attention in the Provincial Schools. When financial decisions are taken, if the rationale is clearly articulated, it is more likely that those affected can accept the decisions. If they participate in the decision making, they are even more likely to understand and accept it. At the present time, students, staff and parents are not well informed and have few opportunities for input into a priority setting and decision-making process.

As noted earlier, there is no statement of purpose and philosophy to guide decisions and there is not a plan to guide financial decision making.

One consequence of the absence of a plan for allocating scarce resources is the appearance of arbitrariness. Another is the perpetuation of what is currently in place rather than responding to new needs. A third consequence, is that negative messages are conveyed suggesting that nothing can be done about the lack of resources and this in turn translates into a message of poverty. "Being poor" can undermine self image of both students and staff.

The effects of the scarcity of resources are exacerbated by the exclusion of Provincial Schools from some funding which has been made available to School Boards. For example, the program that Homecare provides in schools is not available to Provincial Schools and they are not eligible for special initiative funding provided to local boards of education (e.g. programs for computers, and special funding related to disabilities).

3.1.2 Residential Program

Standards

There are no current residential care standards with which programs operated by the Ministry of Education are expected to comply. For the purpose of this review, the residential care regulations under the Child and Family Services Act were used as reference points to assess the programs. It is essential that the Ministry address the lack of residential standards.

Safeguards

The meaning of "Safeguards"

Residential programs, particularly large institutional settings, carry with them inherent risks to the care of children. The number of staff in positions of authority who interact with the children, the development of institutional norms which may be at variance with the broader community and the tendency toward closed communication systems where information is kept within the institution, are examples of the risks presented. However, several conditions can be fostered in order to promote the safety and welfare of children in residential programs:

- students recognize unacceptable treatment;
- students, parents and staff know about complaint procedures and procedures for reporting mistreatment and abuse;
- students, parents and staff are confident that complaints will be appropriately addressed;
- students and parents participate in the development and review of a plan of care;

- staff selection, supervision and training ensure that staff have the knowledge and skills necessary to meet the care needs of students;

- accountability processes are in place to monitor whether students' care needs are being met;

- student care practices are consistent with established standards and policies; and,

- students regularly participate in community activities and community members are involved in school activities.

Although attempts have been made in some of the schools to provide for some of these safeguards for children, they are not consistently in place. Some of the key findings in this regard are noted below. However, the issue of safeguards is a pervasive one which requires more than simply attending to the particulars cited here. A set of written requirements along with communication, training and monitoring, within a philosophy and a set of values which foster respect for children, are among the components of an environment which safeguards children.

Child Abuse Reporting

The Child Abuse Reporting Policy in the Provincial Schools is not adequate. Requiring the reporting of suspected abuse internally as a first step, so that senior management can judge whether a report is warranted, is not entirely consistent with section 68 of the *Child and Family Service Act* which requires that the person with the information report to a Children's Aid Society. Even though the policy states that the staff person with the information may still decide to report, contrary to the decision of senior staff, the current policy places the staff in a potential conflict situation with a superior and opens the possibility for internal resolution of the problem rather then the Children's Aid Society investigating to determine whether there has been abuse.

Staff are not oriented consistently to child abuse reporting requirements. Nor is ongoing training provided, although some training has been provided to selected staff in the past few years.

Student Personal Safety and Rights

Personal safety and sexuality education programs are part of the curriculum in the schools. However, there are no guidelines specifying appropriate contents or the frequency of programs. There is no articulation of the role of touch in deaf culture and its implications for the presentation of personal safety education.

Inadequacies in staff abilities to use ASL and the conflicts surrounding the communication policy are also factors related to the personal safety of students. Communications which are made in the language which students readily use are likely to be more quickly understood; especially in an emergency or when the subject is particularly sensitive.

Some staff are unfamiliar with a broad interpretation of students' rights and lack an appreciation of students' rights to have respectful and consistent interaction with staff, freedom from harsh and degrading communication, and freedom from corporal punishment.

Individual case advocacy for students has not been provided in the schools. Individual advocacy would provide an opportunity for an independent airing of students' concerns or complaints.

Behaviour Management

The student Code of Behaviour provides general behaviour guidelines for students but it is not well-known to all students, nor is it consistently applied. Discipline is applied inconsistently and is perceived by many as punitive. Reporting about disciplinary incidents appears to be expected, but there are no written guidelines articulating under what circumstances reporting is to occur and what follow-up is required.

Support and emergency assistance to teachers and residential counsellors are not always available and only a few staff have training in physical behaviour management practices and effective and safe use of physical restraints (holding).

Parent Communication

Despite the existence of Parent Advisory Groups, communication with individual parents is uneven, depending on the school and program the student is in. Parents express frustration over inadequate or incomplete information on their child's progress, especially in relation to social development. Policies about the types, contents, frequency and responsibility for communication with parents are not well articulated and are not documented.

Weekend visits home are critical to maintaining relationships with family, friends and community. However, for some children, particularly children travelling from northern Ontario, the long distances are tiring and there are actual physical risks associated with travel. A child could become ill, there could be accidents, children could get lost or could be harmed by other travellers. The alternative of eliminating home visits is clearly unacceptable. In fact, in relation to younger children in particular, 7-day programs are clearly contrary to the developmental needs of children as they relate to parental nurturing.

Case Management

Case management practices in the Provincial Schools are generally weak and uneven. Some students, particularly those with significant behaviourial problems, have identified case managers, while others do not. The responsibilities of case managers are not well understood.

Identification Placement Review Committees (IPRC's) are not required in Provincial Schools. The process of IPRC's was designed for local Boards for use in *schools*, not in *residences*. Similarly, the process for Individual Education Plans (IEP's) is focused on the academic program.

Consequently, a different process for assessment, reassessment and ongoing case management, is required in Provincial schools to ensure:

- an understanding of the individual child's needs;
- identification of the resources required to address those needs;
- the development of an individualized plan of care; and,
- co-ordination of the efforts of everyone involved.

Records

Residential records were found to be incomplete and piecemeal. Staff cannot refer to a single consolidated record for the purpose of finding information in case of an emergency or to review the child's progress. Ontario's Student Record guidelines (OSR), which govern what may be recorded and who may have access did not anticipate residential programs. The guidelines represent a barrier to good record keeping and information sharing in residential programs because of the restrictions on access to the record.

Supervision of Children in Residences

Supervision was found to be inadequate, particularly overnight but also during the evening. Incidents of sexual involvement between students were reported and individual reports of inappropriate touching of students by other students and complaints of sexual assault have been made. In most schools, children are required to sign out if they are leaving the residence and note where they are going. However, it was observed that they sometimes do not sign out or, if they do, they go elsewhere. The balance between promoting age appropriate independence and providing adequate adult supervision requires attention.

Nighttime staff coverage is unsatisfactory to the extent that it represents risk to residents and staff in the event of an emergency. There are situations in which there is one awake staff person for 30 children. Under these circumstances, if an emergency were to occur, it would be very difficult to ensure the safety of all the children and staff involved. Backup arrangements which are in place are also not adequate to deal with emergency situations.

As important as the number of awake staff, is their understanding of their role in counselling children. Night staff in the residences are not seen as residential counsellors but rather, as nighttime coverage. In order to provide a sense of security to children, and to respond to their needs including their normal anxieties and any special problems they are trying to cope with, nighttime staff need to be trained as counsellors and require the appropriate communication skills. Adding to the demands on nighttime staff is the practice of day students staying overnight in the residence. The implications for staff coverage warrant limits and written procedures for this practice.

A related staffing consideration is the need for a balance of male and female staff within the residences for security reasons and as role models. This is an issue which is seen across residential programs (not only in Provincial Schools) and requires energetic recruitment of male staff, within the parameters of the overall human resources plan of each school.

Building Security

Building security in some of the schools is poor. For example, some security guards acknowledged that they did not know who enters or leaves the buildings. Doors are often found unlocked. Master keys have been issued in some places without record of their whereabouts. Regular rounds of the residences at night, by residential staff, are not required.

Fire Safety and Physical Safety

Specific examples of unsafe situations were noted and reported to the schools by the Review Team. For example, there were unsafe toxic materials accessible to students in one residence. At another school, a fence is required to prevent pre-school aged children from going onto the adjacent road.

Across all the schools, evacuation and fire safety practices require attention. Some dormitories are constructed in ways which may make escape difficult. Ad hoc attempts to create more privacy (e.g. temporary walls, partitions) while understandable, have constituted a fire safety problem. Furniture is sometimes arranged in ways which would block safe exit. Lack of regular fire inspections, inadequate fire equipment and even fire equipment contained in a case which is screwed shut, were noted. Policies and procedures for fire safety are often inadequate or missing.

Staff Training

Staff training requirements were noted in an earlier section of this report; but in the residences urgent attention is required to training in relation to:

- First Aid;
- Cardiopulmonary resuscitation;
- Safe holding (physical restraint) techniques;
- Child abuse reporting; and,
- Coping with aggressive behaviours.

Training and ongoing discussion are also required in relation to the appropriateness of relationships between staff and students. A Code of Conduct for staff does not exist and could be developed in part through these discussions and then reinforced through ongoing training and discussion. In the absence of such a code, relationships can develop which may be deemed

unacceptable. For example, the review team was informed of incidents of dating between staff and older students.

Physical Plant

Beyond specific physical safety matters, the physical plants afford few opportunities for privacy and psychological security for students in residences. Bathrooms are typically of the industrial/institutional sort - some have no doors on the bathroom stalls or communal showers. Most bedroom areas do not provide for private space for students. They are dormitories.

3.1.3 Non-Residential Program

Intake Practices

Teachers reported that they often have little information about individual students when they arrive at the school and Superintendents also observed that local Boards cannot be required by them, to produce the level of detail that would be useful when a child is referred. The IPRC process followed by local Boards often does not involve the child, may not involve parents and does not involve staff of the receiving school. Particular concerns of the Provincial Schools, are the absence of language assessments and lack of information regarding children with behaviourial and psychosocial problems.

Ongoing Assessments

Focus group participants, some parents and teachers reported that inadequate planning for children, due to the absence of initial assessments, is compounded by the lack of assessments after admission to the school. Some parents reported not having seen IPRC summaries for a number of years, and others reported having no input into the content of the report.

Psychological assessments, social and family assessments and other supports to the ongoing determination of students' needs are not sufficiently available to children and staff. There are not enough qualified staff in the schools to meet the demand and there has been no coordinated approach to establishing linkages with other organizations whose mandate is to provide these services.

Service providers who see the graduates of the Provincial Schools report that upon assessing some graduates they have discovered some bright youngsters who were under-performing academically, some children with undiagnosed learning disabilities and some significant psycho-social dysfunctioning which had not been identified previously.

Other Student Services

Guidance, preparation for ongoing education and vocational training are all limited at the Schools for the Deaf. Secondary level students and their parents are especially concerned that educational and career choices are limited. This was especially true for girls in some of the schools. There is a perception that students in mainstream schools get more choices and are better educated upon graduation from high school. In fact, the Provincial Schools do not always set their course selection according to their understanding of student abilities and needs. The small size of some classes and resourcing levels limit the flexibility of the schools, and offerings are sometimes based on what has always been, or on staff abilities and preferences.

Instruction on socially appropriate behaviours and personal safety also require more attention, either through student services or classroom instruction. For example, instruction on personal hygiene, relationships and sexuality, the meaning of touch, alcohol and substance abuse, could be offered by the schools or by schools in cooperation with Family Service, Child Welfare or Children's Mental Health agencies.

There are mixed and conflicting messages regarding Student Health Services/the Infirmary. It is not clear why a hospital-like service is required in the schools. The reporting relationship within the schools is outside of the authority for student care, making it less likely that health care will be integrated with other services to children. The use of the infirmary for minor illnesses in most schools, rather than the child's returning "home" to residence is not a normalized response for children and reinforces the institutional messages. Local community health care professionals might be enlisted to provide more of the services currently offered by the infirmary.

Off-Campus Activities

Although attention has been given to the use of mainstream resources, further efforts are required in all of the Provincial Schools to engage students as much as possible in recreational, social and educational programs off-campus.

The Use of American Sign Language

From interviews and observations, it is apparent that the majority of deaf students prefer to use ASL. However, the Ministry's communication policy has not been finalized. Individual teachers do not have a direction regarding the extent to which they are expected to achieve ASL competency if at all.

Individual signing skills of staff are uneven - some are poor. There is also a lack of trained interpreters and supply teachers who sign.

Rights and Advocacy

The issues of safeguards of students' rights, discipline and advocacy are substantially the same in the residential and non-residential programs. The one additional observation in the education

program relates to the use of suspensions. Parents and students recognize that the final authority to make decisions regarding suspensions rests with the Superintendent. However, they are not clear what behaviour would warrant suspension and some see existing practices as arbitrary. Without a specific review of particular cases no judgement can be made on this general complaint. However, it further reinforces the importance of clear communication, participative decision-making and formalized criteria.

3.2 Findings: Demonstration Schools

Many of the findings in the preceding section apply to Demonstration Schools as well and will be referenced here without repeating the contents in detail. In addition, the sections which follow report the findings of the review which specifically apply to the Demonstration School Program.

3.2.1 Program Management

The major finding in Demonstration Schools in relation to program management is the lack of clear direction setting within an overall plan by the Ministry of Education. This has led to expressed frustration and resentment toward the Ministry. There has also been an expressed belief within the Demonstration Schools (with the exception of Centre Jules Léger because of its unique reporting relationship) that Demonstration Schools receive less support from the Ministry than the Provincial Schools do, and they are not sufficiently differentiated from Provincial Schools by the Branch. The recent change in reporting relationship from the Branch to the Superintendent will reinforce this concern.

In response to a report of the Provincial Auditor which identified a lack of indicators of program effectiveness, a review of Demonstration Schools is being conducted. The review is primarily internal to the Ministry of Education although there are representatives of the Learning Disabilities Association of Ontario on the Review Committee. The review includes a consumer satisfaction survey of former students, current and former parents of students, staff, teachers and

school boards. This review should provide a useful foundation for the Ministry of Education in setting its future directions for Demonstration Schools.

Despite the absence of a statement of overall direction, the Demonstration Schools are considerably more clear than the Provincial Schools, about their role in serving children and are highly regarded by most parents and students for the social, emotional and educational gains made by students during their stay.

In the Demonstration Schools, appropriate levels and kinds of staff input are usually sought in decisions and plans for programs as well as in the development of student plans. Communication is generally clear from senior staff to other staff and between schools and families.

Adequate information and assessment materials relevant to the child's needs are generally available at the time of placement. There is also evidence obtained through interviews and files that attention is given in the admission decision, to both the educational and psychosocial needs of prospective students.

Residential staff and teaching staff work together relatively well in developing plans and providing programs for students. Significant rifts were not found in any of the schools. However, ongoing attention will be required to maintain bridges between the residential and teaching staff.

One of the most consistent deficiencies identified across Demonstration Schools is in relation to human resources management. Staffing/human resources plans are not prepared by the schools or by the Branch; there is uncertainty about formal accountability relationships on the part of some staff, and many good personnel practices which are in place are not committed to writing in policy or procedure documents.

Performance appraisal practices are uneven - ranging from regular and participative to infrequent and purely meeting administrative requirements.

Orientation of new staff is largely ad hoc and informal. A regularized and documented approach would be more efficient and would ensure minimum coverage of all essential materials for new staff.

Similarly, there is not a staff development plan. A plan for coordinated in-service or other ongoing training would ensure current knowledge of preferred practices in serving children with learning disabilities, CPR, first aid, normal and abnormal behaviour, safe holding techniques and other relevant materials and skills.

On the positive side, reference checks are generally made for new staff and in one school Centre Jules Léger, police criminal record checks are conducted.

3.2.2 Residential Program

Students in the Demonstration Schools all participate in both the residential and non-residential programs of the school. Consequently, programming is in some ways simplified. The small numbers of staff and students in each school also make the schools more personal and facilitates communication. These factors along with the child focus referred to earlier, contribute to a common understanding by each student and by all staff involved with him or her, of the student's identified needs, goals and plans. Case plans are in place for each student.

Good case management practices were also observed in the schools. Residents' records generally contain the necessary information for use in monitoring progress and in case of an emergency.

Issues of fire safety. physical plant safety and security are identical to those in Provincial Schools: most of them share the same facilities. Although Centre Jules Léger does not do so, the same issues apply to that school's residence.

Safeguards for children are not formalized, although practices tend informally to surpass the requirements of existing policies for child abuse reporting, internal advocacy and student participation in decision-making.

A variety of measures are in place to encourage and facilitate parental contact and participation. The steps taken at Trillium School to support parental involvement and to communicate as much as possible with parents merit consideration by other Demonstration Schools and by Provincial Schools.

The dilemma of balancing parental visits with travel risks, referred to earlier, arises in Demonstration Schools because local boards of education have determined that they cannot address adequately the child's educational needs. Continued and increased attention to the development of local alternatives is required. In fact, the profiles of many of the children in Demonstration Schools are similar to those now served in local communities through individualized programs which are offered in conjunction with children's mental health centres or other providers.

3.2.3 Non-Residential Program

Psychological and social work support for assessments, ongoing consultation and ongoing direct service are not adequate for students in Demonstration Schools. Although the admission criteria require that the child be experiencing no serious mental health disorder, the distinction between serious learning disabilities and emotional problems is not always clear and there is generally an interaction between the two. These schools serve students with

serious learning disabilities. They also typically have mental health needs for which the schools are not well-resourced.

IEPs are developed for each student based on all available information. They are arrived at with student involvement, and students are aware of their own responsibilities as well as those of each of the staff involved in implementing the IEP.

One of the key services provided by the Demonstration Schools is the education they offer to local Boards of Education on approaches to serving children with learning disabilities. The rotation of staff from local boards through the schools is largely responsible for this infusion of practice wisdom into local communities. In return, the schools receive an influx of new teaching ideas and enthusiastic young staff.

Sagonaska School has a combination of permanent teaching staff and staff of local boards, which allows that school the benefits of stability and institutional memory on one hand and the new ideas of staff rotating through the school, on the other.

4.0 RECOMMENDATIONS

In making the following recommendations, the Review Team is proposing a number of changes in policies and practices. Many of the recommendations are also intended to stimulate processes which are participative and which recognize the merit of acknowledging and addressing problems as they arise so that children will be better served.

Participation of the Ministry, school staff, students, parents, interest groups, collateral service providers, other professionals, local boards and members of the local community, in planning and implementing the required changes, will increase the probability of improved student care. This participative approach is intended to apply to all of the recommendations which follow.

Confronting Problems rather than avoiding them can be a measure of effective management. For example, readiness to examine incidents and take the necessary steps to follow them up, is an appropriate indicator of effectiveness. Similarly, actively inviting student complaints is a sign of strength and openness to ideas.

Based on the findings presented in the preceding sections of this report, the Review Team offers the following recommendations.

IT IS RECOMMENDED THAT:

STRATEGIC DIRECTIONS

1. The Ministry of Education develop and issue a Statement of Principles which recognizes childrens' needs as the raison d'être of Provincial Schools and Demonstration Schools and direct that all planning, resource allocation and internal evaluation be guided by expected benefits for children.

The Statement of Principles should be developed through a participative process with all of the relevant parties and should be approved by the Ministry.

2. The Ministry of Education implement strategic planning processes for the Provincial Schools, and separately for the Demonstration Schools, with wide participation, in order to establish the broad directions for these two programs over the next five years.

ROLE OF THE MINISTRY

3. The Ministry clarify for Provincial Schools, Demonstration Schools, students and parents, the role of the Ministry in setting policy, monitoring and evaluating the schools.

STANDARDS AND SAFEGUARDS

4. The Ministry of Education implement residential standards consistent with those under the Child and Family Services Act (CFSA) and its regulations, by September, 1992.

This timeframe will permit translation of the CFSA requirements into terms which are relevant within the educational system, prior to implementation.

5. The Ministry immediately implement the following safety requirements:

   a. Clear and specific written fire safety procedures be developed for each area of school and the fire safety policy include the frequency of drills and annual orientation of all staff;

      Procedures ensure that a designated person go to the area of evacuation to give further instructions;

Nightly fire checks be performed and documented (e.g. doors closed, ovens and appliances off, stairwells not locked); all residences have a 2A 10B.C. rated fire extinguisher that is listed by Underwriters' Laboratories of Canada and all residential staff be trained in the proper use of fire extinguishing equipment and a record kept of each training session;

Fire blankets be available in each residential kitchen;

One or more single station smoke alarms listed by Underwriters' Laboratories of Canada be located in each storey of bedroom or sleeping areas and in each storey of interior stairways;

A detailed and documented review be made of all residences by the Ontario Fire Marshall's Office to show evidence that the premises comply with the Ontario Fire Code, including the written and approved fire plan.

b. Night staff coverage: awake staff be present on each residential unit with adequate communication links to other awake staff.

c. First aid, CPR and medications: training in first aid, CPR and the dispensing of medications be provided to all residential staff within three months of the issuing of this Report.

6. The Ministry policy regarding reporting child abuse be revised and staff training be provided to all staff of Provincial Schools and Demonstration Schools to ensure full compliance with Section 68 of the Child and Family Services Act.

7. A statement of rights of students, recognizing basic rights which are not contingent on student behaviour, such as the right to be free from harsh or degrading treatment or language, be prepared and issued as a policy document.

Part V of the Child and Family Services Act could serve as a starting point for the development of this statement.

8. The Ministry of Education give early attention to the development of a Code of Conduct for staff, defining the parameters of acceptable behaviours and relationships between students and staff.

9. The Ministry of Education make student advocates available to each Residential School, with an external reporting relationship.

Necessary training regarding educational and residential programming, as well as training in ASL, as needed, should be provided to the advocates. In the case of Schools for the Deaf, every effort should be made to recruit deaf advocates.

10. Responsibility be specifically assigned within the Ministry's head office to monitor and evaluate residential programming, and to ensure compliance with standards.

One of the key responsibilities would be to ensure an annual review of compliance in each school.

11. Responsibility be specifically identified and assigned in the senior management of each school, for monitoring implementation of residential standards, encouraging linkages and communications between residential and non-residential programs and staff and ensuring ongoing planning and evaluation of the residential program.

12. Regular meetings be introduced of the senior management personnel responsible for residential programs across schools for the purposes of information sharing, joint problem solving and joint planning.

PERSONAL SAFETY

13. Student education programs regarding personal safety, including physical and sexual abuse and assault prevention, be reviewed by staff and student councils and action taken to strengthen these programs as needed.

14. Age and developmentally appropriate personal safety and physical/sexual development programs be a required part of each student's instructional program annually.

15. Travel routes and distance from home be given serious consideration when decisions are being made to admit children to Residential Schools and in the selection of school programs, in order to reduce the risks associated with separation and travel.

SEVEN-DAY PROGRAMS

16. A process be established by the Ministry of Education requiring that every alternative to Residential School be explored prior to consideration for placement in a Residential School and further that every alternative to a 7-day program be considered and ruled out.

ASSESSMENT AND CASE MANAGEMENT

17. Minimum requirements for assessment and reassessment of children's needs be established by the Ministry.

18. Requirements for IPRC reviews be established and clarified with parents, school boards, staff and students.

19. Case management practices be defined, implemented and monitored with the requirement that case management be provided for every child living in residence.

SPECIALIZED SERVICES

20. The Ministry, at the head office level, monitor and ensure the availability of access to psychological, social work, psychiatric and other specialized services for children of all Provincial Schools and Demonstration Schools, according to the need.

    This may also entail liaison with other ministries and provincial associations for the purpose of joint planning and delivery.

21. The Ministry review the role of the schools in the provision of health care and examine available options including the use of external resources in combination with the

Infirmary, discontinuing the infirmary, and other options. As part of this review, the accountability relationship of the infirmary within the schools should also be considered.

HUMAN RESOURCE MANAGEMENT

22. Each school prepare a:

    - human resources/manpower plan; and
    - a staff development plan.

23. The Ministry, with full regard to collective agreements, direct all Provincial and Demonstration Schools to introduce:

    - annual performance appraisals of all staff; and
    - written requirements with respect to the frequency and content of staff supervision.

24. Each school be required to develop staff orientation and training plans including training on normal child development/behaviour, managing aggressive behaviour and safe holding (physical restraint) techniques.

25. In Provincial Schools, in order to increase interaction beyond the school itself, opportunities for staff rotations, staff exchanges and joint training programs be sought with other schools and with local Boards of Education.

MANUALS OF POLICIES AND PROCEDURES

26. General policy and procedures manuals should be prepared for each of the two programs: Provincial Schools and Demonstration Schools, based on a review of all existing policies to ensure that they:

- are comprehensive; i.e., cover all aspects of school functioning where policies and procedures are needed;
- are consistent with Ministry of Education policies;
- are congruent with the Program's mission, philosophy and goals.

27. Each residence develop and maintain an up-to-date policy manual that, as a minimum, contains:

- the purpose of the residence and the program provided;
- procedures for admission of residential and day students;
- the coordination of planning, monitoring and evaluation of care of students with the school program;
- procedures for the maintenance and storage of student records and reports;
- method of maintaining discipline, and procedures governing punishment and isolation methods to be used;
- parent communication expectations;
- the administrative structures of the residences and the staff and supervisory practices;
- expectations about staff conduct in the residence;
- emergency procedures, including fire, incidents and serious occurrences, serious injuries, missing students, death of a student;

- medication procedures;
- requirements for managing petty cash;
- methods of maintaining security;
- expectations for students to participate in community activities;
- complaints procedures for students and parents.

RECORDS

28. The OSR guideline policies and procedures for Provincial Schools be reviewed by the Branch in consultation with the Superintendents, Program Directors and Residential Coordinators to address problems in communication and information sharing in schools that have residential components and to recognize the increasing proportion of students with multiple problems resulting in the need for effective information sharing among all those in contact with the students.

29. The Ministry issue a policy statement on records management outlining minimum requirements for contents, confidentiality, requirements under the *Freedom of Information and Privacy Act*, and the maintenance of a consolidated record for each student.

EDUCATIONAL NEEDS AND OBJECTIVES

30. Annually, each school survey the educational needs of its current students to determine what courses they require and to identify and plan for appropriate instruction.

31. Appropriate mechanisms, using course outlines and program plans be developed for communicating educational objectives to senior students of Provincial Schools and to their parents.

BILINGUALISM/BICULTURALISM

32. An outcome evaluation of the Bilingual/Bicultural Program at E.C. Drury School be completed.

33. Research be undertaken regarding the impact of different communication approaches on academic achievement and self-esteem.

34. An early decision be taken on the finalization of the communication policy for Schools for the Deaf.

LOCAL BOARDS

35. The Ministry of Education encourage and support all local Boards of Education to develop a range of placement options for children with special educational needs and in particular, to develop alternatives to the placement of children in residential Demonstration Schools.

36. Particular consideration be given to alternative local Board responses to the needs of:

- children under the age of twelve; and
- children from northern Ontario.

CAPITAL

37. The Ministry conduct a review of capital improvements required by all Provincial and Demonstration Schools and give immediate attention to all health, fire and safety issues. The results of the capital review should be used by the Ministry to consider the cost/benefits of continued use of the existing facilities, to determine whether they can reasonably be upgraded to make them suitable for children, and the merits of other options (such as four to five bedroom houses).

INITIATIVES FUNDING

38. The Ministry ensure that when new initiative funding is being sought for schools under the jurisdiction of local Boards of Education, that it seek comparable funding on behalf of children in Provincial Schools and Demonstration Schools.

5.0 SUMMARY

This Review was undertaken for the Ministry of Education beginning in May, 1991, as one of the activities arising from allegations of abuse of students in two of the Provincial Schools. The focus of the Review was the health, safety and welfare of students in Provincial and Demonstration Schools.

A variety of internal and external stresses over the past several years have contributed to the current situation of the schools, in which:

- clarity of direction, purpose and philosophy is lacking;
- human resource management is weak;
- formalized policy direction, and written procedures are needed in relation to management and service delivery;
- safeguards are not in place to protect children's rights and interests;
- specific safety issues require attention;
- physical plants are unsuitable for children;
- perceived differences in status interfere with cooperation between residential and teaching staff;
- the needs of the Provincial Schools themselves have distracted attention from the needs of the children they serve;
- assessment and planning for individual children in Provincial Schools is inadequate;
- confusion exists over the communication policy for Schools for the Deaf; and

- there are conflicts over language and culture in the Schools for the Deaf.

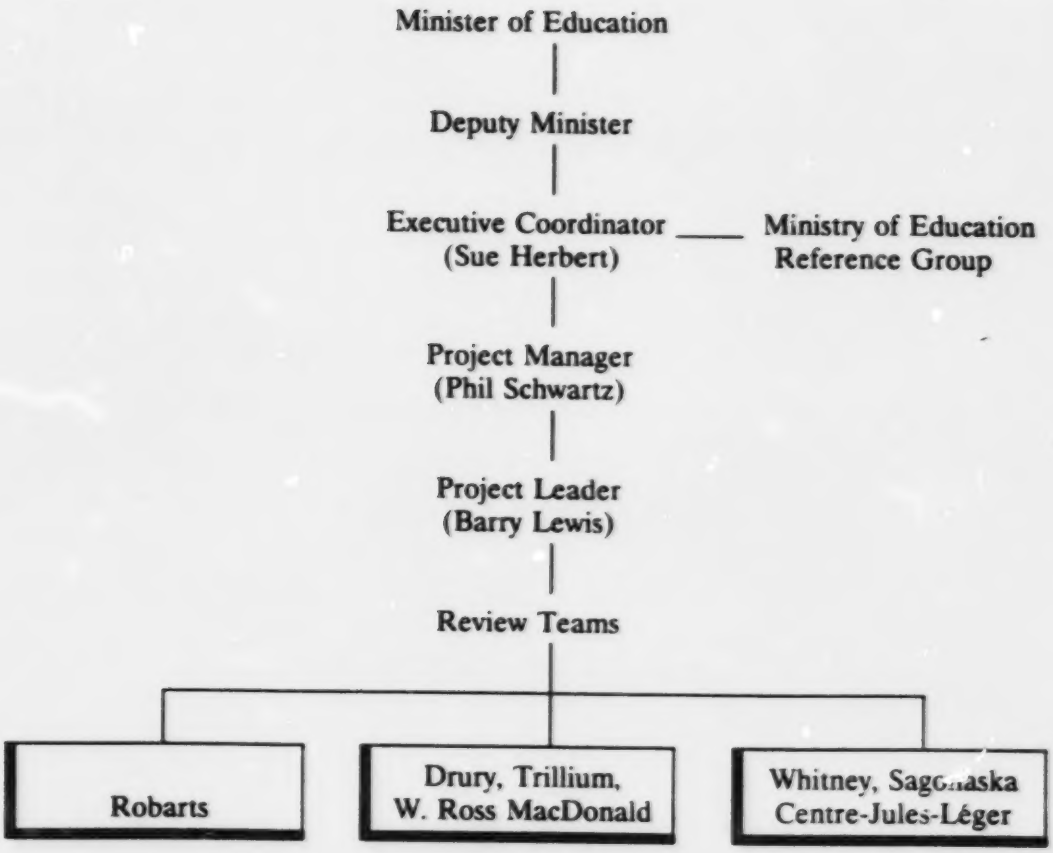
The benefits of cultural identification for deaf students in the Provincial Schools, academic, social and emotional gains by students in Demonstration Schools and the unique contribution of W. Ross MacDonald School to blind children, are recognized in this report.

However, the conditions in the schools which mitigate against the well-being of children, are significant. Correcting them will require a major commitment of financial and human resources, along with rigorous management attention. It is recommended that the determination of the long term course to be followed flow from a strategic planning process which involves all key stakeholders. As well, a fundamental shift of perspectives will be required in order to ensure that decisions are consistently made on the basis of what is best for children.

APPENDIX 1

REPORTING RELATIONSHIPS

REPORTING RELATIONSHIPS



APPENDIX 2

PROJECT TEAM

AND

ACCOUNTABILITIES

TEAM MEMBERS

Executive Co-ordinator
Suzanne Herbert; (Seconded from MCSS)

Project Manager
Phil Schwartz (Operational Co-ordination Branch, MCSS)

Project Leader
Barry Lewis (The ARA Consulting Group)

External Consultants
Beth Hoen (Independent)
Gary Sandor (The ARA Consulting Group)
Mary Thelander (Independent)

Appointees of Ministry of Education
Anne Chartrand - Evanoff
Jacqueline Fortin-Lacoste
Ruth Taber

Appointees of the Ministry of Community and Social Services
Jane Hamilton
Fran Lennie
Clarence Wheaton

Team Assistant
Meg Feres (The ARA Consulting Group)

Liaisons (Appointed by Schools)
Joanne Abel (Robarts School)
Evelyn King (W. Ross MacDonald)
Marjorie Mansell (E.C. Drury and Trillium)
Dr. Ken Palmer (Whitney and Sagonaska School)

ACCOUNTABILITIES

POSITION	FUNCTION	LEAD	REPORTS TO
Executive Coordinator	· Overall management of response process · Link with investigations, review, MOE, media, public and politicians	MOE	D.M.- MOE
Project Manager	· Develop TOR and workplan · Identify resources · Establish Review Teams · Ensure development of Team orientation and site process · Monitor progress · Direct the Project Leader	MCSS	Executive Coordinator
Project Leader	· Participate in development of TOR and workplan · Organize orientation of Team · Develop interview protocols, and other data collection instruments · Design and manage site process · Lead organizational review · Contribute to recommendations · Draft report · Provide administrative/logistical and clerical services	MOE/ MCSS	Project Manager
Team Members	· Participate in orientation · Conduct interviews · Review files · Examine policies and procedures · Develop recommendations		Project Leader

APPENDIX 3

DOCUMENTS REVIEWED

DOCUMENTS REVIEWED

1. Advocacy Resource Centre for the Handicapped. "Responding to the Abuse of People with Disabilities".

2. Bienvenu, M.J. "Perspectives on the Word 'Deafness'", in The Bicultural Centre News, April 1991.

3. Canadian Hearing Society. "Common Misconceptions about Deafness".

4. Ibid. "Language/Culture/Community/Attitudes".

5. Ibid. "Profile of a Deaf Student".

6. Ibid. "Tips on Communicating with a Deaf Person in Group Situations and Meetings".

7. Ibid. "Tips on One-to-One Communication with a Deaf Person".

8. The E.C. Drury School. Accident Report. (Completed Sample)

9. Ibid. Administration Policy/Procedures memos.

10. Ibid. Admission Forms.

11. Ibid. Arbitration Hearing Report between Provincial Schools Authority and Federation of Provincial Schools Authority Teachers Re: Grievance relating to Principals, August 20, 1990.

12. Ibid. Audiology Referral and Assessment Form.

13. Ibid. Beaver Tales, eight editions, 1990-1991.

14. Ibid. Bilingual Pilot Project.

15. Ibid. Court Judgment Re: PSA authority to recognize Ontario Secondary School Teachers' Federation as an agent for FOPSAT, January 9, 1991.

16. Ibid. E.C. Drury Elementary Programme School Goals.

17. Ibid. Elementary Counsellor's Handbook and Residence Counsellor's Handbook - Secondary.

18. Ibid. Elementary Teaching Staff Handbook - not dated.

19. Ibid. The Ernest C. Drury American Sign Language/English Bilingual Pilot Project, June 1990; Letter to parents from Superintendent April 3, 1991; guidelines for program, January 7, 1991, Philosophy, April 4, 1991.

20. Ibid. Halton Children's Aid Society and Halton Board of Education: "Child Abuse Joint Investigative Protocol" - Draft #4.

21. Ibid. Handouts to Pre-school Families (Resource Information Package).

22. Ibid. Health and Safety Committee Minutes - June 1990-May 1991.

23. Ibid. Health, Security, Welfare and Safety - Area: Student Health Services - May 31, 1991 (summary of activities directed at health, etc. of students by the infirmary).

24. Ibid. Incident Report.

25. Ibid. Individual Child Residence Files(Elementary - 5).

26. Ibid. Job Descriptions: Social Worker and Residence Counsellor II.

27. Ibid. Letter to deaf staff members from Superintendent, March 18, 1991 in response to their letter about the Draft Language and Communication Policy.

28. Ibid. Mac Killop House - Policies/Procedures Manual (Level System, Consequences for unacceptable behaviour).

29. Ibid. Medication Policy.

30. Ibid. Memo to P. Barter from J. Vanderzand, June 26, 1991 re: letter dated October 18, 1990 sent to mother about child's bruises.

31. Ibid. Menus.

32. Ibid. Minutes of Nursing Supervisors' Meeting.

33. Ibid. Performance Standards: Residence Counsellor II.

34. Ibid. Permission to stay in Residences forms.

35. Ibid. "Procedures for Safety and Security of Children and Privacy of Information", memo from J. Vanderzand to P. Barter, May 30, 1991 (RE: Elementary School prepared for review team).

36. Ibid. Proposed Standardized Student Health Services forms for use in the Provincial Schools, May 1991.

37. Ibid. Purchase Requisition for Day Student Transportation, September 1990.

38. Ibid. Residence Daily Log Books (Staff Communication).

39. Ibid. Residence Report.

40. Ibid. Resource Services Summary of Services, Spring 1988.

41. Ibid. School Brochure.

42. Ibid. Secondary Program Teachers' Handbook (Revised September 1989).

43. Ibid. Secondary School Courses and Guidelines -- School Year 1991-92 -- not a complete School Course Calendar.

44. Ibid. Secondary Students' Handbook -- Code of Behaviour (detailed form and charts, Responsibilities in class, Consequences for noted Behaviour, not dated.

45. Ibid. Security Standing Orders, issued by D.C. Lawton, Program Director, Support Services, draft, not dated.

46. Ibid. Sign out Book (Students).

47. Ibid. Staff List - 1990-91.

48. Ibid. Staff Schedules.

49. Ibid. Standing Orders - Health Services.

50. Ibid. Student Directory 1989 -90 and Preschool Directory 1990-91.

51. Ibid. Student Planner - including Student Behaviour Chart, Range of Disciplinary Actions Student Parliament information and information to parents regarding attendance.

52. Ibid. Summary of Allocations for Staff, 1991-92.

53. Ibid. Summary of Student Support and Security (Secondary School), 1991 (prepared for review team).

54. Glickoran, Neil. "Cultural Identity, Deafness, and Mental Health", in Journal of Rehabilitation of the Deaf, Vol. 20, No.2, October 1986.

55. McCready-Johnson, Ja Nature. "American Sign Language", St. Paul Technical Vocational Institute.

56. W. Ross MacDonald School. Application for Admission with Consent Forms.

57. Ibid. Aquatics and Outdoor Education.

58. Ibid. A Century of Challenge (Book) Re; The History of the Ontario School for the Blind.

59. Ibid. "The Changing Role of the W. Ross MacDonald School in the Education of Blind Pupils".

60. Ibid. Cooperative Education Orientation Package.

61. Ibid. Coop Newsletter, May 1991.

62. Ibid. Day Books (five individual students of Deaf-Blind Residence).

63. Ibid. A Development Profile for use with the Deaf-Blind.

64. Ibid. Clementary Division Guidelines (for September 1990 -June 1991).

65. Ibid. Elementary School Guidelines (September 1990 - June 1991).

66. Ibid. Hewlett-Packard Computer Room News, April 1991.

67. Ibid. Intermediate Residence (Information Package for Parents).

68. Ibid. Junior Residence Guidelines and Procedures.

69. Ibid. Medication Administration Records.

70. Ibid. Menus.

71. Ibid. Mission Statement for Elementary Division.

72. Ibid. Organizational Chart

73. Ibid. Package for Parents

74. Ibid. Random Sample of OSRs from junior, senior and deaf/blind.

75. Ibid. Regulation 268 under Education Act.

76. Ibid. Review Committee Meeting Minutes, June 26, 1990; incident outline.

77. Ibid. Review Committee 1991-92 schematic, suggestions for 1991-92.

78. Ibid. School Newsletter, Issue No.2, 1990

79. Ibid. Selected memos.

80. Ibid. Senior Division Guidelines, September 1990-191.

81. Ibid. Senior Residence Records and Guidelines.

82. Ibid. Senior School Course Calender, 199-92.

83. Ibid. Staff Handbook, September 1989 (changed to 1990 by hand).

84. Ibid. Student Council Executive Meeting, May 26, 1991.

85. Ibid. Transportation of Passengers, April 15, 1987.

86. Ministry of Community and Social Services. "Children's Rights and Responsibilities under the Child and Family Services Act - A Guide for Residential Caregivers", 1986.

87. Ibid. "Licensing of Children's Residences".

88. Ministry of Education. "Behaviour": Resource Guide.

89. Ibid. "Discipline: Intermediate and Senior Divisions".

90. Ibid. "Handbook for Teachers of Students with Learning Disabilities".

91. Ibid. "Ontario Schools: Intermediate and Senior Divisions, Program and Diploma Requirements.

92. Ibid. "Orientation Program". January 1991.

93. Ibid. "Planning for Independence".

94. Ibid. "Provincial and Demonstration Schools in Ontario", January 1991.

95. Ibid. "Review of Ontario Education Programs for Deaf and Hard-of-Hearing Students", 1989.

96. Ibid. "The Sir James Whitney School".

97. Ibid. "Emergency Preparedness in Ontario Schools".

98. Ibid. Safety memoranda, noted below:
- School and School Board Safety Policy, 1984/12/10
- Electrical Safety, Revised 1982
- Fire Drill and Evacuation Procedures, Revised 1982
- Gas Installations in Secondary Schools, Revised 1982
- Safety and First Aid Education, Revised 1982
- School Safety Patrols and School Crossing Guards, Revised 1982
- Water and Small Boat Safety, Revised 1982.
- Eye Safety, Revised 1982.
- Traffic Safety, Revised 1982.
- School Bus Safety, Revised 1983/06/08.
- Snow Safety, Revised 1982
- Fire Safety in School Activities, Classrooms, Laboratories, and Technical Shops, 1983/08/22.
- Disposable Butane Lighters, Revised 1982.
- Chemical Gas Cylinders, Revised 1982.
- Asbestos Hazards, Revised 1982.
- A Trilogy of Films on Drinking and Driving, 1983/02/07.
- Elmer the Safety Elephant Program, 1983/04/17.
- Hazards Associated with Methyl Alcohol (Methanol), 1983/08/19.
- Solar Eclipse (October 3, 1986) and Potential Danger to Vision, 1986/09/15.
- Unapproved Electronic Educational Kits, 1986/03/17.
- Severe Weather Warning Guidelines, 1986/09/02.
- Playground Equipment, 1986/09/22.
- Provincial Safety Guidelines in Physical and Health Education, 1987/09/08.
- First-Aid Requirements for Employees, 1987/09/22.

99. Padden, Carol. "The deaf Community and the Culture of Deaf People", (publication source and date unknown.

100. Robarts School. Admission Policy for School for the Deaf.

101. Ibid. Application for Admission to School for the Deaf.

102. Ibid. Chart of Accounts.

103. Ibid. Communications Books.

104. Ibid. Daily log kept by Residence Counsellors.

105. Ibid. Elementary Handbook for School for the Deaf for the teachers on procedures.

106. Ibid. "Hawk" newsletter.

107. Ibid. Health and Medical Records.

108. Ibid. Incident Reports.

109. Ibid. Ontario School Records.

110. Ibid. Policy Manual of Superintendent.

111. Ibid. Policy on Reporting of Abuse and Substance Abuse.

112. Ibid. Position Description for the Superintendent, Program Director, Residential Supervisor, Residential Counsellor, and Responsibilities of the Education Coordinator.

112. Ibid. Sample Minutes, Superintendent's Advisory Council.

113. Ibid. Staff Files.

114. Ibid. Superintendent and Program Director Minutes for 1990-91.

115. Ibid. Superintendent's yearly calender.

116. Ibid. Teacher Working Files.

117. Sullivan, Patricia M., Vernon, McCay, and Scanlon, John, M. "Sexual Abuse of Death Youth", in A.A.D., October 1987.

118. Trillium School Agenda: One week In-Service Program - Session #10.

119. Ibid. Incident Reports Policy, undated.

120. Ibid. LEAD House.

121. Ibid. Learning Profile, undated.

122. Ibid. Memo Re: Reporting and I.E.P. Staff Meeting to all staff.

123. Ibid. Organizational Chart, 1990-91.

124. Ibid. Parent Meeting (undated).

125. Ibid. Performance Appraisals Policy, November 10, 1991.

126. Ibid. Policy and Procedure Manual.

127. Ibid. Provisional Student Leaving Decisions, January 11, 1990.

128. Ibid. Random sample of OSR's.

129. Ibid. Student Leaving Plan, January 11, 1990.

130. Ibid. Student Reviews: A Matter for Problem-Solving (undated).

131. Ibid. Trillium Brochure.

132. Ibid. Trillium School 1990-191 Advance Planner.

133. Ibid. "Trillium Times", four issues.

134. Ibid. Truest/AWOL Policy, undated.

135. Ibid. Use of Power Tools and Equipment/Shop Program Guidelines, March 1, 1991.

APPENDIX 4

WORKPLAN

WORKPLAN

I. **The Preparation Phase** involved finalizing the Terms of Reference for the Review, preparing the workplan, confirming team composition and recruiting team members, selecting interpreters, planning and conducting the team orientation and communicating with all schools involved regarding the Terms of Reference, scope and timing of the Review.

II. **The Information Gathering Phase** entailed on-site visits to all schools; interviews of students, family members, staff from all areas of the schools' operations, representatives of student parliaments, parents' advisory groups and the union; a review of documents and an inspection of the physical plant. Both residential and nonresidential components of each school were reviewed, as was the organization of services and organization management *(planning, monitoring, overall evaluation, control, human resource management, and organization design)*.

Three teams worked simultaneously on three sites during the on-site period.

Subsequently, there was further review of documents, files and interviews not completed during the on-site period.

III. **Formulation** entailed the compilation and interpretation of information from all sources and validation through meetings with senior personnel of the schools, and focus group sessions with various interested parties followed by the development of the overall recommendations.

IV. **Reporting** of the results and recommendations was an ongoing process culminating in this final document.

APPENDIX 5

INFORMATION SOURCES

INFORMATION SOURCES

INTERVIEWS

In each school the Review Team interviewed students, parents and staff at all levels. Where required, interpreters were employed to facilitate interviews with deaf students, staff and parents. Interviews were conducted in private and all interviewees were informed of the purpose of the Review and were assured of confidentiality. Most participants welcomed the opportunity to take part in the Review. A total of 491 individual interviews were conducted.

In relation to interviews of children, parents were contacted to advise them of the Team's request to interview their son or daughter. Those expressing any concern were telephoned by the Review Team to clarify the approach to the interview and its scope. Children of all ages and grades were interviewed. Younger nursery school and kindergarten children were interviewed in the classrooms, on the playground or with parents.

Group Interviews, Discussions and Presentations

In addition to interviews cited above, assemblies were held with staff in each school and with students. In most schools this step entailed more than one assembly. Student parliament meetings were also held as were separate meetings with parent groups. Overall, 29 group meetings were held by the Review Team.

Observations

Team members made observations during the on-site period, including attending at lunch and evening meals with children and adolescents, informal discussions with staff, classroom observations, visits to the residences at various times of the day and a number of other informal meetings in residences and elsewhere.

Physical Plant Inspections

Physical plant inspections included review of the residences, health centres, kitchens, stores, ventilation and electrical systems and fire equipment. The general grounds were also inspected.

Documentation Review

Documents reviewed ranged from Ministry-wide documents and policies to minutes of various meetings to very specific materials in individual programs. Staff files, Ontario Student Records, incident reports and case notes on individual students were also part of the overall review of documents. *Appendix 3 itemizes the list of documentary materials reviewed by the team.*

Linkages to the Overall Review

The three on-site teams met together twice during the information gathering process to share information and review lines of enquiry. The Project Leader also visited each school as did the Project Manager. During the on-site period, teams met regularly to review major themes emerging and made daily reports to the Project Leader. At the end of the on-site review, each team member prepared summary reports highlighting major findings in the areas for which they had assumed lead responsibility.

Feedback and Validation

Validation occurred through repeat interviews with senior management staff, second interviews of managers, review of documentation and interviews with collaterals in the community. A feedback session to the superintendent or program director along with senior management of each school was also conducted prior to the drafting of the report.

Focus Groups

A series of discussions were held with interested parties (staff of Vocational Rehabilitation Services, Canadian Hearing Society, the Ontario Association for Children with Learning Disabilities, and VOICE) subsequent to the on-site review, in order to gain further insights into the context and current realities within the schools.

In addition to the focus groups, a presentation of the themes and emerging recommendations from the study was made to the Superintendents' Group, to senior managers of the Ministry of Education and to the teachers' union (F.O.P.S.A.T.), prior to finalization of the report.

APPENDIX 6

PROVINCIAL SCHOOLS
AND
DEMONSTRATION SCHOOLS

ADDRESSES

PROVINCIAL SCHOOLS

Schools for Deaf Students

The Ernest C. Drury School
255 Ontario Street
Milton, Ontario
L9T 2M5

Telephone: (416) 878-2851

The Robarts School
1090 Highbury Avenue
London, Ontario
N5Y 4V9

Telephone: (519) 453-4400

The Sir James Whitney School
350 Dundas Street West
Belleville, Ontario
K8P 1B2

Telephone: (613) 967-2823

Schools for Blind Students

The W. Ross Macdonald School
350 Brant Avenue
Brantford, Ontario
N3T 3J9

Telephone: (519) 759-0730

DEMONSTRATION SCHOOLS

Robarts School - Learning Disabilities Unit
1090 Highbury Avenue
Box 7300
London, Ontario
N5Y 4V9

Telephone: (519) 453-4400

Sagonaska School
350 Dundas Street West
Belleville, Ontario
K8P 1B2

Telephone: (613) 967-2830

Trillium School
347 Ontario Street South
Milton, Ontario
L9T 3X9

Telephone: (416) 878-8428

Centre Jules Leger
200 Wilbrod Street
Ottawa, Ontario
K1N 6L5

Telephone: (613) 234-0166

APPENDIX 7

ADMISSION CRITERIA

ADMISSION CRITERIA FOR A SCHOOL FOR THE DEAF

A The applicant or parents must submit evidence satisfactory to the Superintendent that because of an auditory disability the applicant is in need of a Special Education program and that no suitable local program exists.

B The parent or guardian, or applicant where he/she is an adult must be a legal resident within the school board jurisdictions served by the school.

C The applicant shall be five years of age on or before December 31 of the year of admission.

D The Superintendent will consider any additional factors such as emotional, behavioural, social and physical problems which may affect the applicant's admissibility to the school.

ADMISSION CRITERIA FOR THE SCHOOL FOR THE BLIND

Pupils who are blind and have severe emotional/behavioral problems are considered on an individual basis and may be referred to community programs which focus on therapeutic behavioral management.

A The applicant must be an Ontario resident or be sponsored by another Province of Canada, or the Government of Canada.

B The applicant or applicant's parents must submit evidence satisfactory to the Superintendent that because of a visual handicap, certified by a medical practitioner, the applicant is in need of a special education program offered at the School.

C The applicant shall be six years of age on or before December 31st of the year of admission.

D The Superintendent shall take into account any additional factors such as emotional, behavioral, social and/or physical problems which may affect the applicant's admissibility to the School.

ADMISSION CRITERIA FOR DEMONSTRATION SCHOOLS

A The applicant is eligible to begin school on the first school day of September in the year in which he or she attains the age of six; he or she will remain eligible until the last school day in June in the year in which he or she attains the age of twenty-one.

B Because of the nature of the learning disability and/or other factors, the applicant is in need of a residential education program.

C The applicant, according to the definition cited above, has a severe learning disability.

D A psychologist or other mental health professional has determined recently that the applicant is not in need of treatment for emotional or behavioural disorders.

E An Identification, Placement, and Review Committee (IPRC) has recommended to the school board that the applicant be placed in a demonstration school.

F A Provincial Committee on Learning Disabilities has recommended to the Director that the learning disabled pupil be admitted to a demonstration school program.

APPENDIX 8

PROVINCIAL SCHOOLS' 1986

CHILD ABUSE REPORTING PROCEDURE

PROVINCIAL SCHOOLS' BRANCH POLICY, 1986

CHILD ABUSE REPORTING PROCEDURE

Sec.68(2) of the Child and Family Services Act, 1984, states that "A person who believes on reasonable grounds that a child is or may be in need of protection shall forthwith report the belief and the information upon which it is based to a society" (Children's Aid Society). It is clear from subsections (3) and (4) of Sec.68 that it is the duty of our Schools to report any such suspicions to the appropriate Children's Aid Society.

In order to comply with the Act, the following reporting procedure has been established for cases where a child is suspected to be in need of protection.

1. Any staff member who, in the course of their duties, has grounds to suspect that a pupil has suffered or is suffering from abuse or is in otherwise in need of protection shall immediately report such suspicions to his/her Supervisor.

2. The Supervisor will immediately inform the Superintendent or the person in charge of the school at the time and they will meet with the reporting staff member to determine if reasonable grounds for suspicion do exist.

3. The Superintendent will then consult with the Children's Aid Society. At this point, the child may not be named, only the circumstances described. If it is agreed that "reasonable grounds to suspect" do exist, then a report will be filed, and documentation established.

4. The Superintendent shall inform the staff member who originally reported the suspicions of the result of the discussion with the Children's Aid Society.

5. If the staff member still believes on reasonable grounds that the child needs protection, then he/she retains primary responsibility and shall report the suspicions to the Children's Aid Society if the Superintendent has not so reported. No action will be taken against any staff member who chooses to make such a report.

Note:

1. The investigative role to prove that a child is in need of protection rests with the Children's Aid Society, not with the individual or agency making the report.

2. Pertinent sections of the Child and Family Services Act, 1984 are attached.

APPENDIX 9

SECTION 68 OF
THE CHILD AND FAMILY SERVICES ACT

"DUTY TO REPORT"

DUTY TO REPORT

68.—(1) In this section and in sections 69, 70 and 71, "to suffer abuse", when used in reference to a child, means to be in need of protection within the meaning of clause 37 (2) (a), (c), (e), (f) or (h). Interpretation

(2) A person who believes on reasonable grounds that a child is or may be in need of protection shall forthwith report the belief and the information upon which it is based to a society. Duty to report that child in need of protection

(3) Despite the provisions of any other Act, a person referred to in subsection (4) who, in the course of his or her professional or official duties, has reasonable grounds to suspect that a child is or may be suffering or may have suffered abuse shall forthwith report the suspicion and the information on which it is based to a society. Idem: professional or official duties, suspicion of abuse

(4) Subsection (3) applies to every person who performs professional or official duties with respect to a child, including, Application of subs. (3)

(a) a health care professional, including a physician, nurse, dentist, pharmacist and psychologist;

(b) a teacher, school principal, social worker, family counsellor, priest, rabbi, clergyman, operator or employee of a day nursery and youth and recreation worker;

(c) a peace officer and a coroner;

(d) a solicitor; and

(e) a service provider and an employee of a service provider.

(5) In clause (4) (b), "youth and recreation worker" does not include a volunteer. Interpretation

(6) A society that obtains information that a child in its care and custody is or may be suffering or may have suffered abuse shall forthwith report the information to a Director. Duty of society

(7) This section applies although the information reported may be confidential or privileged, and no action for making the report shall be instituted against a person who acts in accordance with subsection (2) or (3) unless the person acts maliciously or without reasonable grounds for the belief or suspicion, as the case may be. Section overrides privilege

(8) Nothing in this section abrogates any privilege that may exist between a solicitor and his or her client. Exception: solicitor-client privilege